

Circulation

Long Range Plan Update Circulation Policies

- Consider streetscape improvements in the Village Center.
- Consider engaging a traffic engineer to evaluate vehicular and pedestrian improvements.
- Consider undertaking a comprehensive Village parking plan.
- In conjunction with redevelopment of the Village's industrial area, consider construction of new streets extending between the West Mill and North Locust Street termini.
- Consider the need for secondary access to the future Mixed Use area.
- Minimize the impact of new development and redevelopment on existing residential neighborhoods.
- Pursue pavement, gate, and pedestrian crossing upgrades to the railroad crossing at Main Street (SR 303).

Overview. Highways and rail lines move people and goods. Along with the nearby airports, these transportation systems collectively make up a vital part of the infrastructure that fuels one of the largest regional economies in the country. Even though transportation systems connect the Village to the rest of the region and even the rest of the country, the Village has limited control and jurisdiction.

The local network of streets and thoroughfares is of vital importance for the overall well-being of the Village and its residents. The most basic function of local streets is to provide a circulation system by which people and goods can move within and through the Village.

Roads and rights-of-way also provide locations for public utilities. Roads provide the means by which emergency and public services are delivered to residents. Rights-of-way provide locations for landscaping and parking along commercial strips. Most important, the road system establishes the basic form and character of the Village and significantly impacts the local economy and environment.

It is important, therefore, to identify and understand deficiencies in the circulation system and prepare alternatives to address those deficiencies. To help better understand transportation strengths and weaknesses, the existing transportation network has been inventoried using the National Functional Classification (NFC) system to identify what agency

controls them and identify potential limitations or constraints in the Village's transportation system.

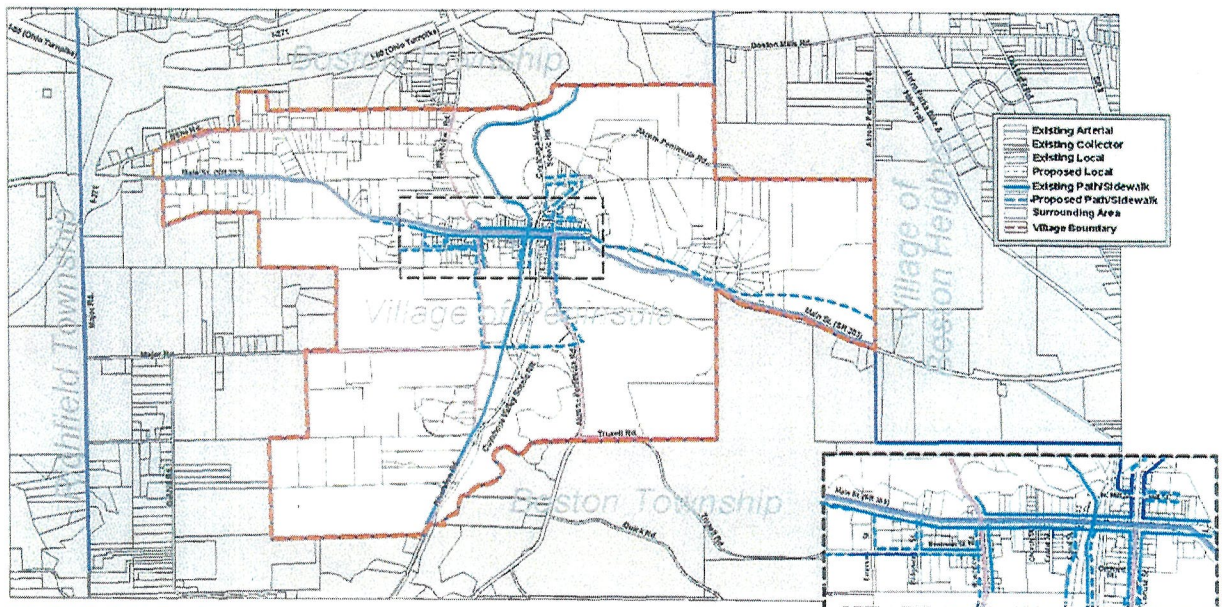
Road Classification/Jurisdiction. The Federal Highway Administration (FHWA) developed the National Functional Classification (NFC) to classify all highways, streets, and roads according to their function: This system has been in place since the 1960s and is recognized as the unofficial road classification system by transportation engineers and planners around the country. The following paragraphs list thoroughfare categories relevant to the Village. The Thoroughfare Plan map that follows this description identifies the various roads in the Village by category.

❖ **Freeways.** Freeways are the prominent road type in the NFC hierarchy and are also generally known as principal arterials and highways. Principal arterials have planned rights-of-way 120 feet or greater in width, and provide high speed, uninterrupted travel with limited access or restricted access to regionally important urban areas and amenities such as airports. They are the major source for interstate travel and fall under the Ohio Department of Transportation's (ODOT) jurisdiction. While Interstates 77 and 271, SR 8 and the Ohio Turnpike (Interstate 80) are in close proximity to the Village, no freeways are located within the Village.

❖ **Arterials.** Arterials are similar in function to freeways but they generally carry less traffic and connect to smaller urban centers. These roads are also a part of the state trunk-line system. Accessibility is greater than freeways, but stops are more frequent due to signalized intersections. Their number of lanes can vary, and in that respect, they can resemble freeways or collector roads, depending upon their level of use. Arterial planned right-of-way widths vary, but can measure up to 120 feet and fall under ODOT's jurisdiction. Main Street (SR 303) is the only arterial located within the Village. Overall, the State Route system provides reasonable cross-community transportation for Village and adjacent community residents. By providing Village residents with relatively easy access to the regional highway system at various points, including SR 8 just east of the Village, I-77 and I-271 just west of the Village, and Ohio Turnpike (I-80) exits to the east and west of the Village, the circulation system facilitates interaction with businesses in the Akron and Cleveland metropolitan areas.



- ❖ **Collectors.** Collector roads are important intra-county travel corridors and provide service to county seats not on an arterial route, to larger towns not directly served by the higher systems, and to other traffic generators of equivalent intra-County importance. Collectors in the Village include Akron-Peninsula, Major, Stine, Riverview, and Truxell Roads. Collector roads were usually originally spaced at one-mile intervals in communities throughout the area, but the road network in Peninsula and nearby communities varies due to topography. These roads generally link local residential roads to the freeway and arterial road networks.
- ❖ **Local Roads.** Local roads primarily provide direct access to abutting land and to collector roads. Movement of through traffic is usually discouraged on local roads. Local roads in the Village include streets within the center of the Village that serve residences, businesses, and industry.



THOROUGHFARE PLAN VILLAGE OF PENINSULA
LONG RANGE PLAN 2019

Detail

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Circulation System Deficiencies. The ability of people and goods to efficiently flow without unexpected stops or **unprecedented congestion** is an important part of the **quality** of life in a community as well as a vital **part** of a community's economic well-being and growth. However, the road system and **individual roads** in the Village were **designed** to accommodate smaller **population** transportation demands. As growth and **development** in surrounding communities has continued and tourism associated with the National Park has increased, the traffic generated has taxed the **local roads'** ability to handle **increased** traffic.

In particular, the status of Main Street (SR 303) as a State Route creates the condition of a high amount of pass-through traffic, **including** heavy trucks. While traffic counts may not quantify a need for action at a State or Federal level, a **local** perception of unnecessary congestion and noise results from Main Street's State Route designation. Village officials are currently working with the State and Federal governments to explore ways to control and reduce traffic in the future, including the exploring and cooperating with ODOT to identify SR 303 as "not a preferred" truck route. Such avenues, and any others that may be identified to coincide with the goal of traffic control and reduction should be pursued, and cooperation with State and Federal officials should be a Village priority in this area.

The lack of adequate parking in the center of the Village is a concern. The continued increase in tourist traffic often creates gridlock on Main Street. Tourists and residents compete for the parking spaces to access local businesses, the Cuyahoga Valley Scenic Railroad, the National Park Lock 29 and more. While the National Park has a parking lot, it quickly fills up and forces visitors to compete for parking with other uses. This problem will only increase as the recreational uses on the Cuyahoga River increase. The problem with parking can also be noted by the number of signs businesses have in their parking areas indicating that the parking is for their patrons only. The Village, National Park Service and the businesses must work together to develop a comprehensive solution to parking. Possible solutions to be considered are additional shared or public lots within the Village Center, lots in outer areas that have a shuttle service, and expansion of the National Park parking area. Without a comprehensive solution, the growth of local businesses could be hampered, which will limit the growth of the tax base.

Other potential and future **impediments** include lack of complete pedestrian circulation between the center of the Village and The Quarry, Heritage Farms, Deep Lock Quarry Metro Park, and the Brandywine Golf Club, and the status of **most local** roads as **dead-end** streets.

The status of the **local** road system has **important** consequences in terms of the future land use

plan. An inadequate road system can impact whether the Village achieves its development goals. A discussion follows:

Main Street (SR 303). As previously stated, Main Street is an example of a road which is experiencing increasing congestion and traffic conflict. Although little development has occurred along Main Street within the Village, rapidly growing neighboring communities, nearby highway interchanges, and the presence of the National Park combine to generate a relatively high level of local traffic. At the same time, Main Street is utilized as a thoroughfare for longer through trips by vehicular traffic. As a result, conflicts have arisen between local traffic which generates many turning movements and higher speed through traffic. These conflicts will intensify if the population increases and the development of remaining parcels in the Village occurs. Any improvements to Main Street in the Village should be designed to help to accommodate the contrasting and conflicting needs of the road's users. Suggested improvements to Main Street, which could address these issues, include the following:

- ❖ Completion of streetscape improvements on Main Street east of the River, and on Akron-Peninsula Road south to the Brandywine Golf Club property;
- ❖ Installation of similar streetscape improvements on Main Street west of the River to Riverview, on Riverview Road south to Heritage Farms; and on North Locust and East and West Mill Streets where practical and feasible;
- ❖ Consideration of adjustments to the on-street parking on Main Street and wherever else possible throughout the center of the Village, to narrow driving lanes and other traffic calming devices on SR 303 and at intersections to traffic, possible designated turn lanes at traffic signals, thereby discouraging through and truck traffic;
- ❖ Enhanced pedestrian improvements such as improved crosswalks and interior block crossings, shared bike lanes and other improvements to increase pedestrian and cyclist safety; and
- ❖ Consider the hiring of a Traffic Engineer to evaluate and define the traffic related issues and develop solutions to create a safer and higher quality of life in the center of the Village.

"Small Town" Character - The Village should work closely with the Ohio Department of Transportation (ODOT) and the Village's own consulting traffic engineer to ensure that any future proposed changes and improvements to Main Street and other streets within the Village are compatible with Village goals and policies. Important



to the Village is not only traffic safety, but also the visual character and feel of those roadways. Major widenings on collectors should be discouraged in favor of targeted improvements that respond to specific locational needs. Such improvements would include but not be limited to intersection and signalization improvements. In addition, natural features within and adjacent to existing rights-of-way should receive consideration whenever significant improvements are proposed. Projects to consider to protect and enhance the Village's "small town" character are as follows:

- ❖ Completion of a comprehensive Village parking plan, including cooperation with the Federal government and private property owners regarding location and construction of sufficient parking to accommodate future resident and seasonal parking needs;
- ❖ In conjunction with future industrial area redevelopment, construction of a new street or pedestrian-only connector extending from the West Mill Street terminus east to North Locust Street terminus;
- ❖ Consider the need for secondary access to the future Mixed Use area; and
- ❖ Minimization of new development's and redevelopment's impacts on existing residential neighborhoods.

Railroad Right-Of-Way. A subtle limitation to cross-Village access is the presence of a railroad right-of-way. With an at-grade crossing on Main Street, the railroad forms a physical barrier that, combined with the River, separates the eastern and western portions of the Village. The only mitigating factor is the railroad right-of-way's current use for limited recreation excursion purposes. Improvements to the railroad crossing on Main Street (such as pavement, gate, and pedestrian crossing upgrades) could, however, be important in order to facilitate better traffic flow not only in the Village, but also between the Village and adjacent and nearby communities. Such improvements to this crossing, with an obvious priority of keeping it as an at-grade crossing and focusing on safety and beautification, should be encouraged by the Village. Any improvements would need to involve close coordination with both the National Park Service (as the current railroad right-of-way owner) and the Cuyahoga Valley Scenic Railroad (as the current railroad right-of-way user).

Infill Development - There exist opportunities within the Village for additional links to existing roadways, which could facilitate well-planned development of vacant properties. To that end, future development should access existing local streets, rather than creating new streets intersecting with existing intersecting major roads. Direct drive access to private property from Akron/Peninsula and Riverview Roads should be minimized whenever

possible. Other areas of further study for the Village in the future would include remaining undeveloped or underdeveloped parcels fronting on Akron-Peninsula and Riverview Roads, as well as redevelopment (regardless of use) of land at the north ends of Locust and West Mill Streets in the Village's industrial area. Future development in these and other areas will impact the Village's transportation system and should receive careful study, while respecting the impact on existing residential areas.

Resources available to the Village include traffic count and accident data from ODOT and other sources. These reports should be monitored on a yearly basis to determine the safety and total activity, primarily along Main Street, so as to advise ODOT of any immediate concerns.

Resources for Road Improvements. The Village's roads are generally in good repair. Road repair should be prioritized based on condition, safety, and use. The Village should seek additional grant money beyond what is traditionally allocated to the Village for roadway improvement purposes. The Village should work with ODOT to identify areas of potential joint cooperation and benefit. Examples of such additional funding could include the following:

- ❖ Ohio Public Works Commission provides funding for a variety of local improvements.
 - The Local Transportation Improvement Program (LTIP) provides funding for local roads and bridges. It is especially beneficial for joint projects with the adjacent communities of Boston Township and the Village of Boston Heights;
 - Small Government Program "... provides grants and loans to villages and townships with populations in unincorporated areas of less than 5,000 in population for local road improvements." Source: ODOT
- ❖ ODOT State Infrastructure Bank (SIB) "... for the purpose of developing transportation facilities throughout Ohio. The State Infrastructure Bank (SIB) shall be is used as a method of funding highway, rail, transit, intermodal, and other transportation facilities and projects which produce revenue to amortize debt while contributing to the connectivity of Ohio's transportation system and further the goals such as corridor completion, economic development, competitiveness in a global economy, and quality of life." Source: ODOT
- ❖ Community Development Block Grant (CDBG) Is County-coordinated funding, especially for sidewalk and accessibility-related projects;

- ❖ Clean Ohio (State-administered) The “Trails Fund works to improve outdoor recreational opportunities for Ohioans by funding trails for outdoor pursuits of all kinds. Special emphasis was given to projects that:
 - Are consistent with the statewide trail plan;
 - Complete regional trail systems and links to the statewide trail plan;
 - Link population centers with outdoor recreation area and facilities;
 - Involve the purchase of rail lines linked to the statewide trail plan;
 - Preserve natural corridors;
 - Provide links in urban areas to support commuter access and provide economic benefit.” Source: ODNR
- ❖ Ohio Department of Development Services Roadway Development 629 Funds are available for road improvements, including design and engineering costs that support economic development and job creations. This could be used in the redevelopment of the industrial area for additional manufacturing businesses; and
- ❖ Other available funding as identified on a project-specific basis.

The Village should work with its own consulting traffic engineer to identify roads that need improving, widening and other traffic management techniques such as signalization of intersections, left-and right-hand turning movements, and turning restrictions. For example, busier roads planned without left hand turn lanes can create unwanted stacking in an otherwise flowing lane. It is highly possible that, even upon buildout, the current two Village traffic signals will be sufficient to manage Village traffic. Final resolution of this question, however, will only be able to be resolved in conjunction with thorough evaluations of future traffic patterns.

Pedestrian Movement. The need for pedestrian circulation and bikeway facilities increases as the community continues to be a tourist location. More residents, more businesses, more tourists, and any combination of the above will lead to more traffic, and a well-developed pedestrian transportation system is paramount for pedestrian safety. In the future, constructing pathways on certain roads to accommodate nonmotorized traffic, particularly bicyclists, may be necessary. As previously suggested, the Village should consider engaging a consulting traffic engineer to evaluate the needs of



moving pedestrians as well as vehicular traffic. Future improvements should be based on that analysis with a focus on safety along major roadways. Other alternatives for facilities for pedestrians and bicyclists include conventional sidewalks, paved shoulders dedicated and

marked for bicycle use and separate bicycle pathways next to the road. Linking a pedestrian circulation system to Heritage Farms, The Quarry, Deep Lock Quarry Metro Park, and Brandywine Golf Club, and the area of Riverview Road north of SR 303 will help provide recreational and economic development opportunities for Village residents.

A linked and useful pedestrian circulation system - including sidewalks where appropriate - should be required in conjunction with development and redevelopment. The Village should continue its existing involvement in the installation of sidewalks where it can provide elimination of pedestrian/vehicle conflicts, linkages to key centers of community activity, and/or linkages in areas where a pedestrian circulation system has been installed. Priorities for installation of pedestrian circulation facilities in the Village of Peninsula should include the following:

- ❖ *Completing the Sidewalk System* along local roads where they may currently exist nearby or could exist to connect missing links, and where rights-of-way permit their construction;
- ❖ *Extending Pedestrian System* Along Main Street (SR 303), Akron- Peninsula and Riverview Roads, based on an evaluation by a traffic engineer, to supplement the existing network of sidewalks that already exists in many parts of the Village, with focus on providing links between the center of the Village and Heritage Farms, The Quarry, Deep Lock Quarry Metro Park, and Brandywine Golf Club;
- ❖ *Requiring Sidewalks and Pathways* within new developments, as well as redevelopment of existing properties, to link to the rest of the Village's pedestrian circulation system.

The Village should also strive for coordination with the following

- ❖ *Summit County Trails Plan* (Metro Parks, Serving Summit County). This Plan, identifies trail facilities and establishes a vision for a network of open space and linking natural and cultural resources. The Towpath Trail is considered the spine of the plan. The plan, managed by the Ohio & Erie Canalway Coalition, indicates additional off-road trails to the east of the Village are proposed. It also recognized the Cuyahoga River as a critical water trail encouraging the growth of water related activities.
- ❖ *Ohio Trails Plan* (Ohio Department of Natural Resources). This Plan, currently being updated, is an inventory of National, State, Regional, and County trails and set standards and guidelines for filling in gaps and providing linkages.

Public Transportation. Summit County residents are served by Metro Regional Transit Authority (METRO), which links various areas throughout Summit County to Akron. METRO receives Federal and State funding, which is supplemented by a 1/2%



sales tax on Summit County residents. The original ¼% sales tax was approved in 1990, and the additional ¼% was approved by voters in 2008. No METRO routes travel directly through the Village of Peninsula, but two METRO routes do pass through communities to the east and west of the Village.

- ❖ METRO's Route #102 (Boston Heights/Northfield) travels along SR 8 from the Hard Rock Rocksino to SR 82 E. Aurora Rd to Chamberlin to Highland before returning the SR 8, approximately five miles northeast of the Village.
- ❖ METRO's Route #101 (Richfield/Bath) travels along Brecksville and Cleveland-Massillon Roads in the Village of Richfield, stopping at their intersection with SR 303, approximately five miles west of the Village.

If the Village were to experience population growth and/or focus on economic development, some review of METRO's route system could be encouraged to better accommodate the Village. In addition to METRO's route system, METRO's SCAT service provides transportation services for residents throughout the County who qualify by way of age or disability. This program may help the older Village residents remain in their homes and support the Population policies.

Air Transportation. Though the Village lacks scheduled air transportation service within its borders, local residents are fortunate to have two airports in the surrounding area that do. Cleveland Hopkins International Airport to the northwest and Akron-Canton Regional Airport in Green to the south provide commercial, connecting, and commuter flights. Akron-Canton Airport also functions as a reliever airport for Hopkins. Other general aviation airports exist nearby including the Akron Executive Airport in Akron and the Kent State University Airport in Kent/Stow.

Summary: Circulation Policies.

- ❖ Consider streetscape improvements on Main Street east of the River, and on Akron-Peninsula Road south to the Brandywine Golf Club property at 5555 Akron-Peninsula Road, and install streetscape improvements on Main Street west of the River to Riverview Road, on Riverview Road south to Heritage Farms and on North Locust and East and West Mill Streets and other areas of the Historic District where practical and feasible.
- ❖ Consider engaging a traffic engineer to evaluate the vehicular and pedestrian improvements needed within the Village to “calm” traffic and enhance pedestrian safety, link outlying facilities such as the Heritage Farm, the Quarry and the Brandywine Golf Club.
- ❖ In consultation with the Federal government and private property owners, undertake a comprehensive Village parking plan to identify sufficient parking to accommodate future

resident and seasonal parking needs.

- ❖ In conjunction with redevelopment of the Village's industrial area, consider construction of new streets and pedestrian systems extending between the West Mill and North Locust Street termini.
- ❖ Consider the need for secondary access to the future Mixed Use area.
- ❖ Minimize the impact of new development and redevelopment on existing residential neighborhoods.
- ❖ Pursue pavement, gate, and pedestrian crossing upgrades to the railroad crossing at Main Street (SR 303) in cooperation with the Federal government and the Cuyahoga Valley Scenic Railroad.